United Nations DP/DCP/BTN/2

Executive Board of the United Nations Development Programme, the United Nations Population Fund and the United Nations Office for Project Services

Distr.: General
29 June 2018

Original: English

Second regular session 2018
4 - 7 September 2018, New York
Item 4 of the provisional agenda
Country programmes and related matters

Country programme document for Bhutan (2019-2023)

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I. Programme rationale

1. The small Himalayan Kingdom of Bhutan has transformed into a rapidly growing low middle-income country by managing its natural resource endowment and unlocking hydropower potential. Guided by the philosophy of 'gross national happiness', strong economic growth,[1] investments in health and education, and the peaceful transition to a democratic constitutional monarchy[2] in Bhutan saw poverty drop from 23.2 to 8.2 per cent in little over a decade.[3] Life expectancy increased remarkably from 32 years in 1960 to 69.0 years in 2016.[4] Ranked 132 out of 188 countries,[5] Bhutan is in the medium human development index category. Its progress in tackling extreme poverty is among its most notable Millennium Development Goal achievements. The country is also recognized[6] for its commitment to remain carbon neutral, reinforced by its 2017 ratification of the Paris Climate Agreement.[7] Seventy-one per cent of land area is under forest cover and more than half of the country's landscape is protected.[8]

2. Future progress in eradicating poverty – and preventing people from falling back into poverty – will depend in part on how successfully Bhutan manages the relationship between its people and the land. Nearly 60 per cent of the population relies on agriculture to make a living,[9] poverty is predominantly rural in nature,[10] and – in a country driven by the pursuit of happiness – women farmers are the "least happy" group.[11][12][13] Climate-related disasters have increased in number and magnitude. They have reversed the gains of farming communities and are threatening the country's poverty reduction efforts.[14][15][16] Roads that give farmers access to markets and imported fuel, rice and medicine are increasingly vulnerable to landslides. Projected variability in rainfall due to climate change[17] may jeopardize future hydropower revenues,[18] on which poverty eradication will depend. While the country's conservation record is strong, adaptation and mitigation systems are not yet fully in place.

3. Despite its rural roots, the population is increasingly urbanized, young,[19] online and educated.[20] With half the population below age 28 and two thirds of working age, now is the time for Bhutan to capitalize on its demographic dividend, respond to the changing needs of youth, and invest in jobs. Attractive opportunities for youth are limited, however. Public-sector led growth has contributed to a weak private sector,[21] hydropower produces few jobs,[22] the civil service has passed absorption capacity,[23] and a culture of high productivity is yet to take hold.[24] Pulled to migrate by the prospect of opportunities and modernity, and pushed by the poverty, hardship and remoteness of rural agricultural life, the number of unemployed youth in cities is rising – from 13.5 per cent in 2012 to 28 per cent in 2015,[25] with unemployment

[1] The Economist Intelligence Unit, 2018.
[2] United Nations common country analysis, 2017.
[3] Bhutan living standards survey, 2017. The poverty rate was 23.2 per cent in 2017.
[4] Human development index, *Human Development Report*, UNDP, 2016.
5 Ibid.
[6] The intended nationally determined contribution for Bhutan is one of seven globally considered to be 2°C compatible or better: http://climateactiontracker.org/countries/bhutan.html.
[7] 21st Conference of the Parties of the United Nations Framework Convention on Climate Change.
[8] Bhutan State of the Environment Report, 2016.
[9] Bhutan living standards survey, 2017.
[10] Bhutan Poverty Analysis Report, 2017, World Bank.
[11] Gross national happiness survey, Centre for Bhutan Studies, 2016.
[12] Lessons from Gender Analysis, UNDP-Global Environment Facility, UNDP, 2017.
[13] Gender Assessment and Action Plan for Supporting Climate Resilience and Transformational Change in the Agricultural Sector, UNDP, 2017.
[14] United Nations common country analysis, 2017.
[15] Climate change vulnerability assessment, UNDP, 2017.
[16] Ibid.
[17] State of Climate Change Report for the Renewable Natural Resources Sector, Royal Government, 2016.
[18] Van Vliet, Wiberg, Leduc, Riahi, *Power-generation system vulnerability and adaptation to changes in climate and water resources*, 2016.
[19] Population situation analysis, UNFPA, 2017.
[20] State of the World's Children, United Nations Children's Fund (UNICEF), 2017.
[21] Private Sector Review, United Nations, Bhutan, 2018.
[22] Bhutan Development Report, World Bank, 2017.
[23] United Nations common country analysis, 2017.
[24] Doing Business 2018, World Bank.
25 Labour Force Survey Report, 2015.

figures for young urban women twice those of young urban men.[26] Increased civic engagement by youth and a rise in social innovation and entrepreneurship are national priorities.[27] Bhutan met the criteria to graduate from least developed country status by the end of its twelfth five year plan, dubbed 'the last mile' plan by the Royal Government,[28] but the economic vulnerability index remains a challenge. Economic reforms are underway to stimulate job creation across the country's "five jewels": hydropower, agriculture, tourism, cottage and small industries, and mining,[29] along with efforts to encourage the national private sector to invest in a green economy.[30]

4. While the urban poor account for only 0.8 per cent of the population,[31] urbanization has given rise to other vulnerabilities. An estimated 10 per cent[32] of the population of the city of Thimphu live in informal settlements. Increased demands for safe water supply,[33] sanitation and solid waste management are not being met.[34] The rising air pollution, owing to the tripling of light vehicles since 2005, threatens the country's carbon neutral promise, while public transport – the predominant mode of transport for women – is poor. The population of Thimphu is set to double by 2040.[35] As cities grow in size and influence, so too will subnational governments. Fifty per cent of the national budget is slated for decentralization by 2023, while local capacities to deliver results are limited.[36][37][38] Further analysis of the impact of urbanization and decentralization is needed to better understand opportunities and risks ahead.[39]

5. In both rural and urban contexts, potential win-wins from eradicating poverty and wise environmental management are reflected in the national Twelfth Plan.[40] They are also reflected in the country's approach to the Sustainable Development Goals. While each Goal is considered important, Bhutan has prioritized Goal 1 (No Poverty), Goal 13 (Climate Action) and Goal 15 (Life on Land). The 2015 rapid integrated assessment of the current Eleventh Plan[41] indicates that of 143 relevant global Goals targets, 134 are already included. The Twelfth Plan[42] further mainstreams the Goals, and identifies data gaps, institutional challenges and capacity weaknesses.[43]

6. Demonstrating progress against the Goals will be aided by the country's growing attention to issues of inequality, and will help ensure national averages do not sideline those in danger of being left behind.[44] In 2017, Bhutan established a national vulnerability baseline,[45] identifying 14 socioeconomic groups considered most vulnerable to risk, stigma, discrimination or to falling back into poverty. Together with the 2016 climate vulnerability assessment,[46] and 2018 national census data, the vulnerability baseline provides a strong basis for improved development targeting over the next five years.

7. For people with disabilities, the development of the first national disability policy and efforts to explore ratification of the Convention on the Rights of Persons with Disability are

[26] National Commission for Women and Children Strategy, 2014-2019.
[27] His Majesty's 110th National Day Address, 2017.
[28] 13th Round Table Meeting Report, 2017.
[29] United Nations common country analysis, 2017.
[30] Priority sector lending guidelines, Royal Monetary Authority, 2017.
[31] World Bank, 2017.
[32] Vulnerability baseline assessment, Gross National Happiness Commission, UNDP, 2017.
[33] Preparation of a national adaptation plan, Gross National Happiness Commission, UNDP, 2018.
[34] Nationally appropriate mitigation action in the waste sector, Royal Government, UNDP, 2017.
[35] Sustainable low-emission urban transport systems, a proposal, UNDP 2017.
[36] Fiscal Decentralization, Dasho Lam Dorji, UNDP, 2017.
[37] Local government support programme, Evaluation, UNDP, 2013.
[38] Mainstreaming reference groups, Evaluation, UNDP, 2017.
[39] Independent Evaluation Office, 2017.
[40] Impact assessment of least developed country graduation, Triennial Review, United Nations Department for Economic and Social Affairs (UNDESA), 2017.
[41] Rapid integrated assessment of mainstreaming the Sustainable Development Goals, UNDP, 2017.
[42] 12th five-year plan guidelines, Royal Government, 2017.
[43] Out of 169 Sustainable Development Goal targets, 40 are fully aligned, 5% partially aligned, 71 not aligned. Out of 244 Goal indicators, 62 are fully aligned, 54 partially aligned, 128 not aligned. *Data Ecosystem Mapping* Report, United Nations, 2017.
[44] Human development index, *Human Development Report 2016*, UNDP. Adjusted for inequality, Bhutan drops from the medium to low human development category.
[45] Vulnerability baseline assessment, Gross National Happiness Commission, UNDP, 2017.
[46] Climate change vulnerability assessment, Global Environment Facility, 2016.

indicative of the country's intent to advance human rights.[47] This is also true for people affected by HIV, where new research[48] recommends steps to improve the policy and legal environment to reduce vulnerability and ensure access to treatment. Such progress on human rights by the Royal Government requires sustained capacity development and financial support up to and beyond the 2019 Universal Periodic Review, such that it translates into the further realization of people's rights.

8. The commitment of Bhutan to developing a national gender equality policy and a nationwide survey on violence against women and girls similarly illustrates its intent on inequality. While Bhutan has made progress on gender mainstreaming,[49] traditional social norms, cultural beliefs and stereotypes weigh it down.[50] Bhutan ranked 124 among 144 countries on the 2017 global gender index.[51] Women's participation in the workforce is dropping[52]; and only 8 per cent of Parliament are women – down from 13 per cent in 2008.[53] Women working in urban *drayangs*[54] are vulnerable to exploitation, stigma and discrimination.[55] Trafficking in persons is a new concern, though data is very limited.[56][57] Women's acceptance rate of domestic violence stands high at 74 per cent,[58] and gender-based violence is recognized in the country programme theory of change as an immediate impediment to women's empowerment.

9. The role of civil society in working with the Royal Government to advance a rights-based approach, improve services and encourage participation and accountability is increasingly recognized,[59] but its capacities, while promising and improving, are weak.[60] In crossing the 'last mile' towards least developed country graduation – which may influence the continued withdrawal of development partners – the role and effectiveness of civil society will be increasingly important as a bridge between vulnerable groups and the executive, legislative and judicial branches of government.

10. The national constitution marks its tenth anniversary in 2018, so concluding the country's first decade of democracy. During that time, the institutional structures of the country's democratic constitutional monarchy were established, but were accompanied by a *decrease* in people's perception of good governance.[61] For Parliament, capacity gaps remain in the fulfilment of technical, representation, legislative, oversight, accountability and transparency functions and the quality of services delivered.[62] For the offices of the judiciary and the Attorney General, provisions for legal aid are in place but not yet implemented, while expectations of increasingly specialized legal services, such as on environmental law, are not yet met.[63] New strategic plans are in place for the National Assembly, National Council, Office of the Attorney General and the justice sector. However, they are not yet implemented. With access to justice as a new national priority in the Twelfth Plan, the focus on institutional capacity to deliver results will intensify.

11. The interconnected challenges of addressing inequality through a weak civil society and young judicial and legislative institutions, while advancing a climate-resilient, green and job-rich economy to continue poverty reduction, speak to the UNDP comparative advantage in Bhutan.[64] Recognizing UNDP strengths vis-à-vis other partners on capacity development, policy advice, convening power and knowledge networks, the 2017 independent country

[47] Independent Evaluation Office, 2017.
[48] HIV and the Law, Ministry of Health, UNDP, 2017.
[49] Independent Evaluation Office, 2017.
[50] Bhutan Gender Equality Diagnostic, Asian Development Bank, 2014.
[51] Global Gender Gap Report, 2017.
[52] Bhutan Labour Force Survey Report, 2015.
[53] National Assembly strategic plan, 2019-2023, UNDP, 2018.
[54] Legal entertainment establishments where workers dance and sing karaoke.
[55] Gross National Happiness Commission, UNDP, 2017.
[56] Human Trafficking Situation in Bhutan, National Commission for Women and Children, 2011.
[57] Legal and Policy Review of Human Trafficking in Bhutan, United Nations Office of Drugs and Crime, 2015.
[58] National health survey 2012, Ministry of Health.
[59] United Nations, 2017.
[60] Civil society perception study, Bhutan Centre for Media and Democracy, 2017.
[61] Centre for Bhutan Studies, 2016.
[62] Parliament's strategic plans, 2019-2023, UNDP, 2017.
[63] Office of the Attorney General strategic plan, 2017.
[64] Comparative advantage analysis, United Nations, 2017.

programme cites the UNDP contribution to the country's sustainable, green, inclusive and climate-resilient growth and disaster preparedness as 'highly relevant' and 'valuable', and notes the 'significant UNDP contribution' to democracy and evidence-based decision-making.

12. The independent country programme evaluation[65] cited UNDP as 'uniquely well positioned' to lead an integrated approach to the Sustainable Development Goals, illustrated by a 2017 impact assessment,[66] where UNDP interventions to improve access to piped water also led to the improved health of beneficiaries and better school attendance. The programme's theory of change builds on the evaluation's recommendations to increasingly consider the connection between rural and urban communities, to invest in the enabling environment for job creation, and – as bilateral partners pull out – to support its transition from being a least developed country with new and creative approaches to financing gross national happiness and the Goals.

II. Programme priorities and partnerships

13. The UNDP country programme is a subset of the United Nations Sustainable Development Partnership Framework (UNSDPF), 2019-2023. Based on wide-ranging consultations and a common United Nations country analysis, the framework will focus on: (a) timely evidence on people at risk; (b) social services; (c) inclusive governance and access to justice; and (d) resilience and livelihoods. The goal to *leave no one behind*, as Bhutan graduates from least developed country status, guides interventions across the four areas.

14. Based on a common comparative advantage analysis[67] and institutional capacity assessment,[68] UNDP will offer a platform for ongoing Sustainable Development Goals integration across the five 'Ps' of the 2030 Agenda for Sustainable Development – people, partnership, planet, prosperity and peace. UNDP will directly contribute to outcome areas (c) and (d): addressing inequality with weak civil society and young judicial and legislative institutions, while advancing a climate-resilient, green and job-rich economy to continue poverty reduction. Through these lenses, UNDP will also address aspects of outcome area (a).

15. UNDP is committed[69] to working with United Nations organizations in response to the 2016 quadrennial comprehensive policy review of operational activities for development of the United Nations system, including by implementing the common chapter of the UNDP, UNFPA, United Nations Children's Fund, and the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) 2018-2021 strategic plans. This will include working jointly on data, gender-based violence, advancing the rights of people with disabilities, and disaster preparedness and response.

16. Target groups for this programme include women – focused on economic empowerment, resilience and tackling violence against women and girls; youth – focused on entrepreneurialism and job creation, innovation and civic engagement; people with disabilities; and people affected by HIV. In addressing the poverty-environment nexus, the programme will target landscapes where low gross national happiness and climate vulnerability merge,[70] avoiding overlap and seeking collaboration with partners, including the World Bank and the World Wildlife Fund.[71] Support to other targeted landscapes, such as the highland landscapes, will also be prioritized where possible.

17. Building on the theory of change, and in line with UNDP signature solutions two (governance), three (resilience) and six (gender) of the Strategic Plan, 2018-2021, **outcome 1 will focus on addressing inequality with a weak civil society and young judicial and legislative institutions.** UNDP will support the executive, legislative and judicial branches of government in Bhutan in their efforts to provide equal opportunities for all, particularly those at most risk of being left behind, while strengthening the capacities of women and vulnerable

[65] Independent country programme evaluation of the UNDP country office in Bhutan, Independent Evaluation Office, 2017.
[66] Impact assessment, NAPA II, UNDP, 2017.
67 United Nations, 2017.
[68] Institutional capacity assessment, United Nations, 2017.
69 UNDP Strategic Plan, 2018-2021.
[70] Bhutan living standards survey, 2017.
[71] Development partners mapping, United Nations, 2017.

groups. It will do so through three interlinked solution pathways combining technical support, capacity development, research and advocacy such that, by 2023:

(a) National and local government capacity to integrate, monitor and report on the Sustainable Development Goals and priority actions to meet international agreements is improved;

(b) The enabling environment for civil society is improved to help advance opportunities for and increase resilience of women as agents of change and of targeted vulnerable groups, while the capacities of vulnerable groups to have their voices heard and acted on also improves;

(c) Parliament and justice sector capacities and approaches are strengthened with increased inclusion, transparency and accountability.

18. UNDP will help to strengthen central and decentralized capacities to mainstream the 2030 Agenda, including – linked with outcome 2 – the integration of natural resources, climate and disaster management into local plans with stronger engagement of women and persons with disabilities. To better understand rural-urban migration and rapid urbanization, UNDP will help to analyse existing and new data from a human development perspective to inform policy approaches. UNDP will continue its support to Bhutan in preparing for international fora, including the High Level Political Forum and other strategic meetings.

19. UNDP will develop the capacities of civil society to influence change, particularly those working with the Royal Government on the needs of targeted vulnerable groups. At the same time, UNDP will advance upstream policy efforts to tackle inequality - especially with respect to women and girls – as articulated in the national key result area 10 of the twelfth five-year plan.

20. For the Parliament and justice sector, UNDP will facilitate implementation of the new strategic plans of the Parliament, the Office of the Attorney General and the justice sector,[72] including induction support for new parliamentarians, capacity development on civic engagement, including public hearings, technical assistance in the harmonization and review of laws, the institutionalization of a legal aid system, and in meeting specialized needs in emerging areas such as contract and environmental law. UNDP will also support Bhutan in responding to Universal Periodic Review recommendations.[73]

21. On South-South and triangular cooperation, Bhutan will collaborate with and benefit from the experiences of other countries as part of the multi-country pilot on gender-based violence. South Asian countries' experiences of decentralization and urbanization will inform capacity development and research, while peer networks will be strengthened between regional parliaments, lawyers, judges and civil society.

22. UNDP will collaborate with United Nations organizations and national partners, including the Department for Local Governance, the Gross National Happiness Commission Secretariat, the Cabinet Secretariat, and the National Statistics Bureau to mainstream the 2030 Agenda, the National Commission for Women and Children, the Royal Bhutan Police, the Parliament, the Anti-Corruption Commission, Office of the Attorney General, the judiciary, and the Bhutan National Legal Institute to support implementation of their strategic plans, and with academia, civil society and international partners to advance the resilience of and opportunities for vulnerable groups.

23. Drawing on UNDP signature solutions one (poverty), three (resilience), four (nature-based solutions), and six (gender), **outcome 2 will focus on advancing a climate-resilient, green and job-rich economy to continue poverty reduction** with four interlinked solutions pathways to help communities and the economy become more resilient to climate-induced and other disasters and biodiversity loss. UNDP will address this challenge through upstream technical assistance, capacity development, community engagement, innovative finance, and research such that, by 2030:

[72] Justice sector strategic plan, March 2018.
[73] Bhutan reports in 2019.

(a) More multi-hazard, risk-informed solutions are in place to tackle poverty through sustainable natural resource management;

(b) Green house gas emissions of identified sectors are well-managed;

(c) Data and evidence-based analysis and tools enable gender-sensitive, risk-informed disaster preparedness and response;

(d) Bhutan capitalizes on access to green finance; national policies increasingly foster innovative financing; and nature-based solutions lead to entrepreneurship and sustainable agricultural livelihoods.

24. Noting the vulnerability of Bhutan communities and economy to climate change, UNDP will help tackle poverty by reducing disruptions to market access and support integrated landscape management, including by operationalizing biological corridors, improving water and soil management, advancing sustainable forest management, and climate-proof critical infrastructures. UNDP will help improve the resilience and quality of life for farmers, particularly women, through smart agricultural approaches, with skills training to strengthen nature-based productive capacities, and support the climate resilience of health systems. Human-wildlife conflict solutions will be tested and scaled through a 'safe systems' approach. Women's role in climate action will be supported with enhanced research and data, including on gender-based violence, while farmers' use of climate data to improve crop cycles will advance.

25. UNDP will help establish the country's medium-to-long-term adaptation approach, including on water as a key rural and urban problem, while supporting the elaboration and implementation of the nationally determined contribution for the Paris Climate Agreement. UNDP will support the implementation of low-emission strategies and mitigation actions for industry, human settlements, energy efficiency, waste and transport – including by stimulating market mechanisms and regulatory frameworks to incentivize a behaviour shift towards greener vehicles and to improve the air quality of urban life.

26. In keeping with the Sendai Framework for Disaster Risk Reduction,[74] UNDP will strengthen coordination and capacities for effective, evidence-based disaster-risk management, including through improved zonation, seismic and climate risk assessments , and vulnerability mapping to risk-inform planning and investment decisions (see also outcome 1). In collaboration with partners, UNDP will support preparedness through contingency planning.

27. UNDP will assist the country's smooth transition from least developed country status with graduation support measures, including on economic diversification, job creation, development finance, and national and subnational capacity development. With low gross national happiness levels among youth[75] and youth unemployment a national priority, UNDP will enhance entrepreneurialism and civic engagement through innovative approaches and partnerships. UNDP will invest in job and livelihood prospects for youth in line with the national priority sector lending scheme, including in agriculture and ecotourism.

28. UNDP will help maximize the timely access of Bhutan to technology and green financing, including through the Green Climate Fund, the Global Environment Facility, the Nationally Appropriate Mitigation Actions Facility and the Least Developed Country Fund. Once secured, UNDP will help leverage grants to de-risk additional private and public investment. UNDP will support capacity development towards direct access, generating domestic finance, and increasing the efficiency of investments.

29. On South-South cooperation, Bhutan will benefit from and contribute to the experiences of other countries on ecotourism, green transport, and financing solutions for biodiversity and climate change, to encourage the broader uptake of innovative financing. Bhutan will share its climate adaptation experience – including in landslide mitigation and establishing early warning systems – with neighbours facing similar challenges, and draw on others' experiences in using drone technology to monitor risks in remote locations. UNDP will facilitate relationship building on earthquake preparedness.

[74] Disaster Risk Management Review, 2016.
[75] Centre for Bhutan Studies, 2016.

30. The Gross National Happiness Commission Secretariat, the National Environment Commission Secretariat, the National Commission for Women and Children, the ministries of Agriculture and Forests, Works and Human Settlement, Economic Affairs, Information and Communications, Home and Cultural Affairs, as well as local governments, the Royal Monetary Authority, the Tourism Council, Chamber of Commerce and Industry, and other private and financial sector partners will be counterparts in this outcome. UNDP will work closely with the World Wildlife Fund as a partner of *Bhutan for Life*, ensure complementarity with international finance institutions, and collaborate with partners, including Germany, Norway, the United States and the European Commission through multilateral windows. UNDP will work with the Royal University of Bhutan, the Information Technology Park, the media, and civil society, including on entrepreneurialism and climate data.

III. Programme and risk management

31. The programme was prepared in consultation with the Royal Government, United Nations organizations, development partners, the private sector and civil society organizations. It will be nationally executed.

32. In consultation with UNDP, the Government will select an implementing partner for each project guided by an assessment of their capacity to manage funds and ensure the effective and efficient delivery of results. The harmonized approach to cash transfers will be used in collaboration with other United Nations organizations to assess and manage financial risks. The implementation modality for each project – national implementation, national implementation with UNDP support, or direct implementation – will be guided by government requirements and the harmonized approach to cash transfer assessment, and selected to maximize the efficiency and effectiveness of UNDP contributions to results. Direct implementation will be used where the Government requests access to UNDP systems, processes and technical expertise and will finance the intervention. In all cases, the implementation modality will be grounded in strong national ownership. In accordance with Executive Board decision 2013/9, all direct costs associated with project implementation will be charged to the concerned projects.

33. The programme outlines UNDP contributions to national results and serves as the primary unit of accountability to the Executive Board. The accountabilities of managers are prescribed in UNDP programme and operations policies and procedures and the internal control framework. In line with United Nations reform, UNDP[76] will provide technical and advisory services to lead system-wide planning, risk management, financing for development, and integration of the Sustainable Development Goals. UNDP will lead common back-office support, as articulated in the business operations strategy of the UNSDPF, based on a fee-for-service model.

34. The programme is informed by recommendations of the Addis Ababa Action Agenda of the Third International Conference on Financing for Development and the development finance assessment of Bhutan.[77] The Royal Government faces a sizeable funding gap to realize its Twelfth Plan objectives due to hydropower delays. However, Bhutan is already a middle-income country with a relatively low aid dependency ratio, notwithstanding its unique bilateral relationship with India, therefore negative impacts on aid inflow due to least developed country graduation may be limited.[78]

35. The programme's level of ambition will depend on resource mobilization efforts with the Royal Government, including on whether UNDP is identified to assist Bhutan in accessing Green Climate Fund and Global Environment Facility financing. As part of a support package on graduation, UNDP will explore an integrated approach to financing for development, leveraging green financing to deliver results for the Goals across outcome areas – such as on gender-based violence and environmental law – while exploring innovative financing opportunities to enhance domestic resources. As a contingency plan for outcome 1, UNDP will invest in civil society strengthening for vulnerable groups as part of an exit strategy in the

[76] United Nations document A/72/124-E/2018/3.
[77] Development finance assessment, United Nations, 2017.
[78] Ibid.

governance area.

36. The UNDP country programme is designed to de-risk current and future investments and enhance the sustainability of results. Risk from changes in policy direction, natural disasters and implementation capacity challenges will be monitored and mitigated. UNDP will enhance its harmonized approach to cast transfers and invest in strengthening institutional delivery and risk-management capacities. The theory of change will be monitored and adapted periodically. UNDP will work through a common business continuity plan for the uninterrupted delivery of critical programmes in an emergency.

IV. Monitoring and evaluation

37. UNDP will follow a stringent monitoring and evaluation strategy, in line with the 2017 evaluation and 'satisfactory' audit recommendations. As a delivering-as-one country, and in the context of United Nations reform, this will include an increasingly harmonized approach to planning, quality assurance, monitoring, evaluating and reporting. Common indicators are adopted where feasible, drawing on the national qualitative gross national happiness survey. Drawing on evaluation recommendations, the programme will retain a reduced number of indicators and improve the use of online monitoring systems. The UNDP gender marker will be used to ensure that 15 per cent of programme expenditures demonstrate substantive gender contributions.

38. To help implement the national data ecosystem[79] recommendations, the country programme will enhance data disaggregation in target areas, including on climate-gender and hydromet data,[80] develop national capacity for effective data use and monitoring of the Twelfth Plan and the Goals, including investing in a real-time monitoring dashboard, and establish systems to generation, document and share the climate adaptation story of Bhutan. UNDP will encourage innovative means of monitoring, capitalizing on the country's high usage of smart phones and social media in designing participation and communication approaches. The cost of data collection, monitoring, assurance and communications will be met through an allocation of at least 3 per cent of the programme budget.

[79] Data Ecosystem Mapping Report, 2017.
[80] Green Climate Fund proposal, UNDP, 2017.

Annex. Results and resources framework for Bhutan (2019-2023)

NATIONAL PRIORITIES: 13: Democracy and decentralization strengthened; 16: Justice services and institutions strengthened; 10: Gender equality promoted, women and girls empowered.				
Outcome 1: (UNSDPF Outcome 3): By 2023, Government institutions provide equal opportunities for all, and women and vulnerable groups hold leaders accountable.				
UNDP STRATEGIC PLAN OUTCOMES: (1) Advance poverty eradication in all its forms and dimensions; and (2) Accelerate structural transformations for sustainable development.				
UNSDPF outcome indicators, baselines and targets	**Data source and frequency of data collection, and responsibilities**	**Indicative country programme outputs (including indicators, baselines targets)**	**Major partners/ partnerships**	**Indicative resources by outcome** *(in thousands of United States dollars)*
3.1. Gross national happiness index on good governance *Baseline*: (2015) 0.077 *Target*: at least maintain baseline (IRRF 2.5; 2.6) 3.2. Gender inequality index *Baseline*: (2016) 0.477, rank 110 *Target*: 0.300 to 0.400 (IRRF 2.2) 3.3. National integrity score *Baseline*: (2017) 7.89 *Target*: 8.5 (IRRF 1.4) 3.4. Citizens' confidence in judicial services *Baseline*: (2017) 3.2 *Target*: at least maintain baseline (IRRF 2.6) 3.5. Percentage women 10-75 who report experiencing violence in their lifetime, by partner and non-partner	Gross national happiness survey, five years *Human Development Report*, UNDP, Annually. National integrity assessment, Anti-Corruption Commission, three to four years. Bhutan living standards survey, National Statistics Bureau, five years. National health survey, Ministry of	**<u>OUTPUT 3.1.</u> National and local government capacity to integrate, monitor and report on the Sustainable Development Goals and other international agreements is improved.** **3.1.1.** Number of national, local governments plans and budgets with the Goals integrated, and disaggregated data in place for monitoring. **Baseline:** 1 (national) **Target**: At least 3 **Source**: Gross National Happiness Commission Secretariat (IRRF 1.1.1.1/ 3.1.2.1.1) **3.1.2.** Policies/strategies on decentralization and urbanization in place, including gender and disability analysis. **Baseline**: 2 (no gender and disability analysis) **Target**: At least 5 (3 with gender and disability analysis) **Source:** GNHC (IRRF 1.2.1) **<u>OUTPUT 3.2.</u> The enabling environment for civil society to advance opportunities for, and increase resilience of, targeted vulnerable groups is improved.** **3.2.1.** Number of civil society organizations enabled to advance opportunities for target groups, and increase resilience of women, youth, vulnerable groups. **Baseline**: 0 **Target:** 10 **Source**: UNDP projects	United Nations organizations Gross National Happiness Commission Secretariat, National Commission for Women and Children (NCWC), justice sector, Parliament, National Statistics Bureau, Government Performance and Monitoring Division, Department for Local Government, civil society, academia	**Regular:** 2.039 **Other:** 1.287

Baseline (2012) Partner violence Physical: 6.1% Sexual: 2.1% Psychological: 3.2% Non-partner violence Physical: 6.3% Sexual: 0.9% Psychological: 3.5% *Target*: tbc Partner violence Physical: Sexual Psychological Non-partner violence Physical: Sexual: Psychological: *(IRRF1.8; 1.6.2)*	Health (timeline TBC)	**3.2.2.** Evidence-based integrated framework in place to prevent and respond to gender-based violence. **Baseline**: Some policy and legislation in place **Target**: Integrated framework in place and being implemented **Source:** NCWC (IRRF 1.6.2.2/ 2.6.1.1*)* **OUTPUT 3.3. Parliament and justice sector capacities and approaches are strengthened with increased inclusion, transparency and accountability.** **3.3.1.** Parliament's capacity to undertake inclusive, effective, accountable law-making, oversight and representation is improved. **Baseline:** Basic capacities **Target:** Improved capacities **Source:** Parliament annual reports (IRRF 2.2.2.3) **3.3.2.** Rule of law and justice system strengthened supporting fulfilment of nationally and internationally ratified human rights obligations. **Baseline:** Draft national key result area on access to justice in place **Target:** National key result area implemented. **Source:** OAG, GNHC (IRRF 2.2.2.3) **3.3.3.** Number of laws reviewed and proposed for harmonization with new International. Conventions, covenants, treaties, protocols, agreements entered into by Bhutan. **Baseline:** (2017) 9 **Target**: 13 **Source**: Parliament (IRRF 2.2.3.1*)* **3.3.4.** A policy/legal framework/strategy on legal aid in place and implemented. **Baseline**: 0 (2017) **Target:** 1 **Source:** OAG		

NATIONAL PRIORITIES: 2. Economic diversity and productivity enhanced; 3. Poverty eradicated and inequality reduced; 5. Healthy ecosystem services maintained; 6. Carbon neutral, climate and disaster resilient development enhanced.				
Outcome 2: (UNSDPF Outcome 4): By 2023, Bhutan's vulnerable communities and its economy are more resilient to climate-induced and other disasters and biodiversity loss.				
UNDP STRATEGIC PLAN OUTCOMES: (1) Advance poverty eradication in all its forms and dimensions; and (2) Accelerate structural transformations for sustainable development.				
		OUTPUT 4.1. Inclusive, multi-hazard and risk-informed systems and capacities in place to tackle poverty through the sustainable management of natural resources.		
4.1. Gross national happiness index on ecological diversity and resilience **Baseline**: (2015) 0.094 **Target:** at least maintain baseline (IRRF 2.9)	Gross national happiness survey, five years	**4.1.1.** Number of climate-risk informed biological corridors operationalized. **Baseline**: 0 **Target**: 4 **Source**: Ministry of Agriculture and Forests (IRRF 1.4.1.2)	United Nations organizations GNHC, Ministry of (Agriculture and Forests, Foreign Affairs, Finance, Works and Human Settlements, Economic Affairs, Information and Communications), NCWC, Royal Monetary Authority, Information Technology Park, subnational governments, Tourism Council, Chamber of Industry and Commerce, Royal University, private sector, civil society, media.	**Regular:** 0.767 **Other:** 52.071
4.2. Gross national happiness index on living standards **Baseline**: (2015) 0.083 **Target:** tbd (IRRF1.2)	Gross national happiness survey, five years	**4.1.2.** Number of hectares of forest area brought under participatory sustainable management regime. **Baseline**: 357,915 **Target**: 377,186 **Source**: UNDP projects (IRRF 1.4.1.2)		
4.3. Proportion of population living below the national poverty line by sex, population group (rural/urban) **Baseline:** (2017) 8.2% **Target:** 5% (IRRF 1.1.a)	Bhutan living standards survey, five years	**4.1.3.** Kilometres of physical assets made more resilient to climate variability and change. **Baseline**: Irrigation: 153 **Target**: Irrigation: 326 **Baseline**: Access road: 0 **Target**: Access road: 51 **Source**: UNDP projects		
4.4. Carbon sink capacity **Baseline**: (2016) total forest coverage 71 per cent **Target:** maintained at/above 60 per cent (IRRF 2.10)	Communications to United Nations Framework Convention on Climate Change	**4.1.4.** Number of men and women benefiting from improved enabling environment for decent work/livelihoods based on natural resource management/climate resilience. **Baseline**: 0 **Target**: 96,400 (50 per cent women) from sustainable natural resource management **Baseline**: 0 **Target**: 25,826 (50 per cent women) from climate resilient infrastructure. **Source**: UNDP		

		(IRRF 1.1.2.2) **<u>OUTPUT 4.2.</u> National policies foster innovative financing, inclusive business, and improved livelihoods through climate resilient/nature-based solutions.** **4.2.1.** Number of financing solutions applied to leverage innovative, diversified sources of financing for development. **Baseline**: 2 **Target**: 7 **Source**: UNDP (IRRF 1.2.2.1) **4.2.2.** Number of enterprises created and/or owned by women and youth generating sustainable livelihoods. **Baseline**: 1 **Target**: 8 Owned by women: 50 per cent Owned by youth: 50 per cent **Source:** Ministry of Agriculture and Forests, Tourism Council. (IRRF 1.4.1.1.) **4.2.3.** Improved enabling environment for decent work and livelihoods. **Baseline**: 5 draft policies/mechanisms in place/introduced **Target**: 5 under implementation. **Source**: GNHC (IRRF 1.1.2.1) **<u>OUTPUT 4.3.</u> Greenhouse gas emissions managed in select sectors.** **4.3.1.** Acres of agriculture land brought under sustainable and climate resilient management practices **Baseline**: (2016) a) Organic farming: 23,530 b) Sustainable land management: 7,231 **Target**: a) 23,930 b) 12,351 **Source**: Ministry of Agriculture and Forests (IRRF 1.4.1.2)		

		4.3.2. Number of facilities to safely manage solid waste to reduce emissions. **Baseline**: 1 **Target**: 5 **Source**: UNDP (IRRF 2.1.1.1) **4.3.3.** Zero/low emission vehicles uptake. **Baseline**: 99 **Target:** 300 **Source**: Ministry of Information and Communications (IRRF 2.1.1.1/2) **<u>OUTPUT 4.4.</u> Data-driven, evidence-based, gender-responsive tools, mechanisms and solutions applied for multi-hazard preparedness and risk reduction.** **4.4.1.** Sex and disability-disaggregated data and evidence on climate change and natural hazard risks generated, analysed, and applied. **Baseline**: Not available **Target**: Available, applied **Source**: UNDP (IRRF 1.3.1.1/2) **4.4.2.** Evidence-based medium to long-term gender-responsive national adaptation plan for climate change available for implementation. **Baseline**: Short-term adaptation options available and implemented **Target**: National adaptation plan available and financing options in place **Source:** National Environment Commission (IRRF 2.3.1.1) **4.4.4.** Proportion of farmers who have access to multi-hazard advisory services for agriculture planning/decision-making. **Baseline:** 0 **Target**: 1/3 of all farmers in target districts (50 per cent women) **Source:** UNDP **4.4.5.** Number of human-wildlife conflict management solutions tested and upscaled. **Baseline**: 2		

		Target: 4 **Source:** Ministry of Agriculture and Forests **4.4.6.** United Nations–Government disaster preparedness and contingency plan in place and tested. Baseline: Draft plan Target: At least 1 simulation. **Source:** United Nations (IRRF 1.3.1.2)		